

# **EXHIBIT 1**

## **2005 WOODBURN COMPREHENSIVE PLAN**

# CITY OF WOODBURN

# COMPREHENSIVE PLAN

## **Volume I Goals and Policies**

(2005 Amendment Package)

Prepared by:  
The City of Woodburn Planning Department  
with Assistance from Winterbrook Planning

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**October 2005 Amendments**

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## Introduction

### ***How to Use This Plan***

The Woodburn Comprehensive Plan is the controlling land use document for the City and its Urban Growth Boundary (UGB). From a land use perspective, the comprehensive plan is like a state or federal constitution: it provides the legal framework and long-term vision for implementing plans and land use regulations. The Woodburn Comprehensive Plan has been found by the Land Conservation & Development Commission (LCDC) to comply with the 14 applicable “Statewide Planning Goals,” which are, in effect, state planning requirements that must be met by each city and county in Oregon.

The Woodburn Comprehensive Plan includes two volumes. Volume I includes goals and policies that provide specific direction in making “quasi-judicial” land use decisions; i.e., decisions that require judgment in the application of general policies to specific situations, such as zone changes, annexations, conditional use permits and major variances. Goals set a general direction and are not intended to be decision criteria. Policies that are written in mandatory language (e.g., “shall,” “must,” “will”) are mandatory in character: they must be followed when Woodburn makes a “quasi-judicial” land use decision. In cases where mandatory policies conflict, the City Council may balance these policies in making a decision. Policies that are written in permissive language (e.g., “should,” “may,” “encourage”) indicate the preferred direction of the City, but are not binding on the Council.

Volume I also includes the comprehensive plan map, which indicates on a parcel-specific basis, what land uses will be allowed in the long-term. Where Volume I plan policies conflict with the comprehensive plan map, the specific text of these policies shall control.

Legislative land use decisions (e.g., changes in the text of Volume I or to the comprehensive plan map that apply generally to the City, and not to a specific property or small group of properties) adopted by the City Council must also conform with Volume I goals, policies and maps; or affected goals, policies and maps must be amended by the City Council to be consistent with the Statewide Planning Goals.

Volume II of the Woodburn Comprehensive Plan includes background information that served as the basis for Volume I goals and policies. For example, the basis for Woodburn’s population and employment projections, the land needs analysis, maps of environmentally-significant stream corridors and the justification for the Woodburn UGB are included in Volume II. Thus, Volume II forms a part the “legislative history” that supports the goals, policies and plan map.

## ***Planning History***

This Plan first was developed during the period from December 1976 through March 1981. It was revised through the Periodic Review process in 1988-1989 and was amended again in 1996. It is intended to guide the development and redevelopment of Woodburn for the next 20 years – until approximately the Year 2020. Hopefully, through following the Plan the City will maintain and enhance the present quality of life enjoyed by the people who call Woodburn their home. The Plan is also intended to comply with the requirements of state law, the Land Conservation and Development Commission Goals and Administrative Rules. The Plan has been coordinated with the Goals and Guidelines expressed in the Marion County Growth Management Framework Plan, adopted in 2003. Volume II of the Plan is also intended as an informational and data source to persons unfamiliar with Woodburn or who wish to find out more about the City, and to act as an educational document for City Council members, Planning Commission members, staff and other interested parties.

The plan was extensively amended during the Periodic Review process, which extended from 1992 through 2005, and culminated in the Woodburn 2020 Comprehensive Plan. The primary focus of the periodic review process was economic development and the Council's determination to provide a sufficient industrial land base to provide for family-wage jobs and a sound fiscal basis for the community. As part of this process, the City undertook an Economic Opportunities Analysis, which identified Woodburn's comparative advantages, targeted industries that would likely be attracted to the Woodburn area, and recommended expansion of the UGB to provide suitable industrial sites near Interstate 5 to meet the needs of targeted industrial firms.

Other important objectives of the 2005 amendment package include:

- Completion of the City's Periodic Review process;
- Coordination with Marion County's Framework Plan;
- Providing adequate transportation connections;
- Providing adequate buildable lands for a range of housing types and densities;
- Increasing land use efficiency within the UGB to minimize impacts on agricultural land; and
- Protecting Woodburn's stream corridors and wetlands.

## ***Natural Setting***

Woodburn is a town of approximately 20,000 persons located midway between Portland and Salem in Oregon's Willamette Valley. Woodburn is 17 miles north of Salem and 30 miles south of Portland. Its location is central with respect to transportation corridors running north and south in the Mid Willamette Valley. Interstate 5, the major north-south freeway through Oregon, runs through Woodburn's City limits on the west side of the City. Highway 99E, a secondary major north-south transportation route, runs through the east end of Woodburn.

State Highway 214, a primary state road, runs east and west bisecting the city. In addition, there are two railroad tracks that run either through, or in close proximity to Woodburn; Southern Pacific Railroad, which runs through the center of town and around which Woodburn was originally built, and the Burlington Northern Railroad, which runs north and south just west of the present City limits. Due to the location of these major transportation routes, Woodburn has been an extremely good location with respect to commerce.

The physical setting of the City is on an extremely flat area of the Willamette Valley. The highest point in Woodburn is approximately 187 feet above sea level, located in west Woodburn. The lowest point in the present City limits is approximately 148 feet above sea level, located on the point where Mill Creek leaves the City limits. While this gives a relief in the City of 40 feet, most of the area is still extremely flat; averaging about 177 to 182 feet above sea level. This flat plain is divided by two drainage systems; Mill Creek which runs through the center of town, and Senecal Creek which runs through the western city limits. Other than the two streams there are no physical formations of any significance in Woodburn.

The climate of Woodburn is typified by mild, wet winters and warm, dry summers. The daily maximum and minimum mean temperature is 45° F and 32° F in January and 82° F and 51° F in July. Precipitation varies from an average of 6.9 inches in January to .03 inches in July. Another indication of the marked difference in precipitation rates between seasons is the number of days with a cloud cover. January averages 24 cloudy and 4 partly cloudy days as compared to 7 cloudy days and 9 partly cloudy days for the month of July. Winds are generally from the south for 10 months of the year, except for July and August when northerly winds are the rule. Wind velocities range between 6.2 and 8.7 miles per hour.

The soils that have developed in this climate are of two associations, Amity silt loam and Woodburn silt loam. Both of these formations are found throughout the City in all areas except drainage channels. These soils are capability unit Class 11 established by the Soil Conservation Service. The drainage channels contain several different types of associations, most commonly Bashaw clay, Dayton silt loam and Concord silt loam. These soils are extremely wet and boggy and are generally Class III and Class IV soils.

Because of the flatness of the terrain around Woodburn and also because of the basically stable physical environment, there are very few limiting factors relating to urban development. The only two of any significance are floodplain areas, which occur around Mill Creek and Senecal Creek, and unstable soils. For the most part these unstable soils occur in the floodplain areas. They are mostly of the clay type soils, which occur in the low drainage areas and are insufficient to provide foundations for normal structures.

## ***Woodburn's Historical Context***

Prior to human settlement, the site upon which Woodburn is located would have appeared quite different from today. Several areas, most notably the Senior Estates area, would have been swampy, boggy lands typified by water tolerant species and created a bountiful habitat for water fowl and other species associated with marshes. The main break to this landscape would have been the stream channels areas of Senecal Creek and Mill Creek. This area was generally an active floodplain and was seasonally flooded. The channels at that time were probably very ill-defined, very similar to Senecal Creek today. Vegetation would have been dense. Typically there was a thick, shrubby growth in the floodplain areas dominated by water tolerant deciduous trees and an occasional fir tree. However, the composition of vegetation quickly changed as soon as a rise in elevation would allow drainage of the soggy soil. On the slopes of the stream channels and extending out into the flat areas, one would have found thick growth of firs and oaks, occasionally broken by large grassy plains with scattered oak trees. This change is evident today in the undeveloped areas of Senecal Creek, which flows through west Woodburn.

Native Americans set annual fires to increase the supply of foods, which they gathered from the grassland habitat, and in so doing increased the area of open grasslands. When Europeans arrived in the Willamette Valley in 1805 to 1830, they encountered numerous small bands of Native Americans, which collectively became known as the Calapooians. This Native American tribe inhabited the French Prairie region. There are no known villages or campsites along the Pudding River drainage in the Woodburn area. Because this area was one of the first settled by Europeans in Oregon, the early contact with Euro-Americans may have driven the Native Americans to other locations. Woodburn provided habitat for wildlife and was likely the site of Native American settlements. Treaties signed in 1854 and 1855 officially terminated the Native American occupation of the Willamette Valley. The surviving Calapooians were ordered into the Grand Ronde Reservation west of the Coast Mountains.

The earliest settlers in the Willamette Valley were mostly confined to the region known as French Prairie, a portion of the northern valley comprising 200 square miles on the east side of the Willamette River. Champoeg became the seat for Oregon's provisional government in 1843. The area soon became crowded and growth diffused up the Willamette River. Woodburn, in the southern reaches of the French Prairie, was one of the recipients of early settlers from the northern valley and the fertile adjacent soils allowed it to become known as the trade center of the region. Under the influence of industrial development in the form of steamboat and later the railroads, Woodburn realized growth and prosperity that was not true of many of the earliest settlements in the Valley which were bypassed by these new developments in technology.

The founding of Woodburn is said to have been due to the efforts of Jesse Settlemyer, who purchased the portion of land where the town is now presently



located. The land was purchased during a foreclosure sale of land that had originally been part of the Jean Dubois homestead in the 1840's. Settlemier apparently saw promise for Woodburn. After founding a nursery in 1863 he focused his energy and resources to attract people and commerce to the area. Then the social and promising economic center of the east French Prairie was Belle Passe, located some 2½ miles from Woodburn. Woodburn eventually absorbed the attention previously paid to Belle Passe, and it was thought that Woodburn was coming into a position to capitalize on trade and shipping activities because of its proximity to fast growing Portland and Salem. This, in conjunction with its agricultural and commercial potential, gave it a key position for subsequent growth and development.

Although Jesse Settlemier was instrumental in designing the physical town site, many claim its real founder was Ben Holladay. If Holladay did not actually found the town site, he at least gave it a major stimulus for growth through his building of the railroad. In 1871 his Oregon and California Railroad established a line through Woodburn. Some ten years later a narrow gauge railroad also made its appearance in Woodburn. 1871 also saw the first platting of the town site of Woodburn on the eastern boundary the Oregon and California Railroad established by Ben Holladay.

Jesse Settlemier's efforts to encourage growth continued during this period. A strong agricultural base, railroad and geographic centrality were its strongest features. In addition, Settlemier was at this time successful in subsidizing the railroad to construct a flag station at Woodburn, giving the town major status. Local sentiment has it that by 1880 Woodburn was on the way to becoming the most prominent city in the Willamette Valley (according to the Woodburn Independent). By 1889 Woodburn was incorporated as a City with a home rule charter. Its first mayor was Jesse Settlemier. A school had already been established in 1885 and in its first year was attended by 65 students. Also in 1888, the Woodburn Independent, the town newspaper, was established.

During the 1890's, Woodburn was realizing some of the commercial and industrial growth which it had boasted it could achieve. A flour mill, planing mills, lumber yards and a marble works were developed.

During the 1890's and the early 1900's Woodburn hoped to attract other industries and commercial enterprises. Woodburn advertised that its desirable features were less expensive land and fewer labor problems than other areas. It was noted, for example, that Woodburn did not suffer from Portland's rise in land prices as well as its racial clashes between laborers. By 1900 Woodburn had 46 businesses, including 3 hotels, a telephone system, a cannery, a grain works, 10 nurseries, 3 lumber yards and other assorted enterprises such as banks and retail outlets. It also possessed several churches and distinctive social groups.

In the early 1900's Woodburn was introduced to the electric railroad or interurbans, as they were called. This particular line was known as the Oregon Electric. The main line originally bypassed Woodburn by some two miles to the west. Its owner favored west Woodburn for their terminus. By 1910, however, a spur was connected to Woodburn. Oddly enough, a town served by two railroads and having sufficient economy to sustain population in commerce was brought partially to its knees by another form of technology; the automobile. While the town continued to grow and attract some industry, once highway traffic developed it did so at a much slower rate. Woodburn's growth began to slow as it gave way to a changing economy.

Between 1910 and 1940 Woodburn grew in its population by only some 40 persons. Industry, however, continued to expand in the form of a loganberry juice factory and a cannery. In 1925 came the construction of the Woodburn training school for boys, now MacLaren Youth Correctional Facility. In 1929 the Portland Gas and Coke Company installed service facilities. In subsequent years, Bonneville Power provided electricity to both residents and industry. In 1944 the Birds Eye Division of General Foods built a large cannery facility in Woodburn, attracted by the agricultural productivity of the area. Woodburn promoters at this time maintained that the City still had all the machinery for economic success. It was said by local developers to be a sleeping giant.

While the automobile had retarded its growth as a regional shipping center, the same technology brought suburbia ever closer to the City so that a different type of growth began to occur in Woodburn. During the 1960's Woodburn underwent some interesting demographic changes. In the decade from 1960 to 1970 there were three separate migrations into Woodburn. The first was the immigration of retired people into the Woodburn area mostly through the Senior Estates development. This development, which was conceived in the 1950's and first platted in 1960, continued its development until 1980 when the last lots in Senior Estates were platted. This brought approximately 2,500 retired persons into the Woodburn area. The same period also saw immigration of Mexican-Americans, initially attracted by the agricultural labor in the area and then settling down to become residents, and Old Believer Russians.

Woodburn's growth from 1970-2000 exceeded that of the State, the Willamette Valley, and other selected locations in the immediate area. Historically, Woodburn has been able to support its population with a full range of City services and has maintained its identity as a community in the area. It is Woodburn's desire to remain as a redistribution center for outlying areas of the Valley. Public polls taken in Woodburn have confirmed this goal. Expansion of the City in an orderly and efficient manner will aid in giving the population the commerce and industry it has always historically desired.

## A. Comprehensive Plan Designations and Implementation

### *The Land Use Plan*

The Comprehensive Plan is based on the recent land use inventories, updated land needs analyses, and the revised goals and policies in this Comprehensive Plan. The Comprehensive Plan represents the most practical arrangement of land uses, considering existing development patterns and the future vision for Woodburn, as embodied in the revised goals and policies.

### **Comprehensive Plan Designations**

Woodburn has six principal comprehensive plan map designations, and two overlay designations, with corresponding zoning districts:

**Policy Table 1: Comprehensive Plan Designations and Implementing Zoning Districts**

Comprehensive Plan Designation	Implementing Zoning District(s)	Density Range (Units Per Net Buildable Acre)	Minimum Lot Sizes or Unit Area in Square Feet
<b>Low Density Residential</b>	<b>RS</b> Single Family Residential	<b>5.2-7.26</b>	6,000 Interior Lot 8,000 Corner Lot
	<b>R1S</b> Retirement Community SFR	<b>Not Applicable</b>	10,000 Duplex Lot 3,600 Interior Lot 3,600 Corner Lot
<b>Nodal Development Overlay</b>	<b>RSN</b> Nodal Development SFR	<b>7.9-10.89</b>	4,000 Interior Lot 4,500 Corner Lot
<b>Medium Density Residential</b>	<b>RM</b> Medium Density Residential	<b>10-16</b>	2,720 Per M-F Unit 10,000 Duplex Lot
<b>Nodal Development Overlay (NDO)</b>	<b>RMN</b> Nodal Residential	<b>10-22</b>	1,980 Per M-F Unit 8,000 Duplex Lot 3,000 Interior Rowhouse 3,600 Corner Rowhouse
<b>Commercial</b>	<b>CG</b> General Commercial	Not applicable	
	<b>DDC</b> Downtown Development and Conservation		
<b>Nodal Development Overlay (NDO)</b>	<b>CO</b> Commercial Office <b>NCN</b> Nodal Neighborhood Commercial		
<b>Industrial</b>	<b>IP</b> Industrial Park	Not applicable	
	<b>LI</b> Light Industrial		
<b>Southwest Industrial Reserve Overlay (SWIR)</b>	<b>SWIR</b> Southwest Industrial Reserve		
<b>Open Space and Parks</b>	<b>RCWOD</b> Riparian Corridor and Wetlands Overlay District	Not applicable	
	<b>P/SP</b> Public Semi-Public		
<b>Public Use</b>	<b>P/SP</b> Public Semi-Public	Not applicable	
<b>Note: The net buildable area of a parcel excludes land dedicated for public rights-of-way or stormwater easements, common open space, and unbuildable natural areas. For example, if a parcel has 10 acres, and 2 acres are removed for streets and 2 acres are within the floodplain / riparian area, then 6 net buildable acres would remain. The range of allowable densities is calculated based on net buildable acres. An acre has 43,560 square feet. Allowable densities <u>may</u> be increased through the discretionary planned unit development review process.</b>			

## ***Plan Implementation***

Any comprehensive plan depends on implementation to accomplish the goals and policies established in the plan. Cities have amassed a battery of ordinances to accomplish this purpose. Some ordinances have been more successful than others and in time, no doubt, new methods and techniques will be developed. Implementation should be a continual review of existing ordinances to ensure that they are accomplishing the purposes for which they were originally designed. The City recognizes that over time many of the ordinances which are suggested in this plan will be amended and perhaps entirely replaced by new concepts. As long as the ordinance which is developed implements the goals and policies of the plan, a change should not be necessary. However, at a minimum, the City should have basically the following ordinances to implement the plan.

### **Zoning**

The keystone of plan implementation is the Woodburn Development Ordinance (WDO). This WDO ensures that the location and design of various land uses and in some cases, the timing of those land uses, is in compliance with the Comprehensive Plan. The WDO ensures that incompatible uses do not occur, while allowing flexibility consistent with the purpose of the plan. The Zoning Map will be more specific than the Comprehensive Plan Map, and may have more designations than the Comprehensive Plan Map. In addition, there will be many cases where the zoning ordinance will be more restrictive than the map. This is because there are areas which must be retained in a more restrictive zone until public facilities are developed or public need is established for a zone change to a less restrictive zone. However, in no case should the Zoning Map allow a use which is less restrictive than that called for in the Comprehensive Plan.

### **Subdivision and Planned Unit Development Ordinances**

The second mainstay of plan implementation are partition, subdivision, and planned unit development ordinances, which are also found in the WDO. These ordinances are designed to regulate the division of large parcels of land into smaller lots or parcels, mostly for residential developments. They are the main control the City has over neighborhood development, rights-of-way acquisition, and minimum lot sizes. The City should carefully review partition, subdivision, and PUD ordinances to ensure that they are consistent with present trends of the housing market and do not require more land than is reasonably required for public use. However, conversely, these ordinances should be designed to ensure that neighborhoods are well served by streets, parks, and in some cases, school sites.

### **Site Plan Review**

Site Plan Review has been established for Multi-Family (3+ Units), Industrial and Commercial land uses. The objective of Site Plan Review

is to ensure that proper and adequate facilities and infrastructure are provided. Site Plan Review is a way of creating uniformity in development, limiting conflicts in design, and bringing about the overall attractiveness of the community.

### **Sign Ordinance**

The City has had a sign ordinance since 1973. It has been successful in controlling proliferation of signs, mostly along main arterials. The sign ordinance was revised in 2004. The Sign Ordinance implements goals relating to public health, safety and welfare, basically for transportation safety and aesthetic goals. This type of ordinance should be continued.

### **Transportation Plan**

The Transportation System Plan (TSP) (2005) was revised to reflect changes in population, employment and land use adopted in the Woodburn Comprehensive Plan (2005). The 2005 TSP includes goals and objectives, forecasts traffic growth in the City, and identifies transportation improvements needed to satisfy the forecasted growth. The plan:

- Establishes the functional classification of roads and streets
- Establishes street standard for each functional classification
- Evaluates interchange alternatives
- Establishes alternative modes of transportation
- Meets the Oregon Transportation Planning Rule

### **Capital Improvement Plans**

The City is striving toward its goal of orderly growth through adoption of a six year Capital Improvement Plan (CIP), which is the City's financial commitment to construct needed public facilities projects. Related to capital improvement plans for public facilities are system development charges which implement the City's goal of charging new development for the additional services that it requires. The Capital Improvements Plan can be utilized as an information tool to assist in the annual budgeting process and guide the expansion and maintenance of the City's streets, water, sewer, storm drains, etc.

The CIP has both short-term and long-term projects. Short-term projects are those planned for construction within six years. These projects indicate detailed descriptions of the location of the projects; the work required; a time line for construction, and an estimate of the cost with a breakdown of various funding sources.

Long-term projects are those intended to meet the needs of the City through the full twenty year planning period. Recently revised population projections and 2002 land inventories have revealed hundreds of available undeveloped acres within the UGB that will require public service line

extensions in the future. Long-term projects contained in the CIP are generally projects that extend main public facility lines in of the undeveloped Urban Growth Boundary. All of the long-term projects in the CIP have been shown to be necessary to maximize the future development potential for the entire urbanizing area.

The CIP is designed so that both short-term projects and long-term projects are subject to annual review. This way, the City can add, delete, and reprioritize projects as needs change.

### **Downtown and Urban Renewal**

One of the main problems with land use and economy in the City has been the stagnated downtown area. In response, the City adopted a downtown development plan and on Urban Renewal Agency and Plan. The Urban Renewal Plan is a primary vehicle for revitalizing the Downtown area, including goals and policies addressing financial assistance programs, citizen involvement, and physical improvements. The downtown Development Plan was adopted as an element of the Comprehensive Plan.

### **Housing Codes**

As many of the structures in the City grow older, run down, and deteriorated they can begin to detract and blight a neighborhood. One means of ensuring that the housing stock is kept in good shape, is through city-sponsored housing rehabilitation program.

Housing rehabilitation programs offer low interest, deferred loans to low/moderate income homeowners for repair maintenance, and rehabilitation of housing within certain target areas. Areas identified as having the highest percentage of homes in need of basic repair, roofs, foundations, paint, sidewalks, etc., may be targeted for rehabilitation. The City is considering implementation of a housing rehabilitation program.

### **Flood Hazard Zone**

The only identified natural hazard in Woodburn is the 100-year flood plain area. As this area contains the most unstable soils for development, the City requires flood hazard area regulations to ensure that building does not occur. The City has already adopted a Flood Plain Management Ordinance, which meets the requirements of the Federal Flood Insurance Program. This ordinance should be monitored for its effectiveness and kept up to date.

### **Historical Site Zone**

As historical sites often require special attention and special regulation, the City has adopted policies to recognize historical sites and to encourage preservation and protection.

## ***Review, Revision and Update***

The planning process is continuous. There is no plan that can foresee all of the problems the future will bring. In most cases for decision, the Planning Commission and Council will be petitioned by private citizens to change the Comprehensive Plan designation of a particular parcel of property. This is a quasi judicial activity and should follow the procedures set out for quasi judicial rulings. The Planning Commission should ensure that any change it makes in the Comprehensive Plan is consistent with other goals and policies established in this Plan. These changes, in general, should be justified by a solid body of evidence presented by the petitioner showing the following:

1. Compliance with the goals and policies of the Comprehensive Plan;
2. Compliance with the various elements of the Comprehensive Plan;
3. Compliance with Statewide Goals and guidelines;
4. That there is a public need for the change;
5. That this land best suites that public need; and

## ***Enforcement Policy***

### **Policy**

- A-1. Land use ordinances adopted by the City shall be strictly enforced. While the Comprehensive Plan and zoning ordinances are important phases of the land use planning process, without strict enforcement of the code, what actually occurs in the City will not have a direct relationship to the plans and ordinances adopted by the Council. Therefore, strict enforcement must be practiced by the City to ensure that the policies of the City are actually being implemented.

## **B. Citizen Involvement and Agency Coordination**

The success of the Woodburn Plan is directly related to establishing a method of receiving citizen input. While complex organizations, such as are required in larger cities, are not necessary in a City the size of Woodburn, clear lines of communication should be maintained between the Boards, Commissions, Council and staff of the City and the general public. It is essential that a two-way flow of communication be maintained for proper City government to occur, especially in land use matters.

## ***Citizen and Agency Involvement Policies***

### **Policies**

- B-1. It is the policy of the City of Woodburn to solicit and encourage citizen input at all phases of the land use planning process. Since the City is trying to plan the community in accordance with the community's benefit, it is essential that the community be consulted at all stages of the planning process.
- B-2. Woodburn shall coordinate with affected state agencies regarding proposed comprehensive plan and land use regulation amendments, as required by state law.
- (a) The state agency most interested in land use is the Oregon Department of Land Conservation and Development (DLCD). Woodburn shall notify DLCD 45 days in advance of the first hearing before the Planning Commission of proposed comprehensive plan or development ordinance amendments.
  - (b) The state agencies most interested in environmental issues are the Oregon Division of State Lands (DSL), the Oregon Department of Fish and Wildlife (ODFW), the Oregon Department of Environmental Quality (DEQ) and DLCD. These agencies shall be notified on changes to City policies and standards regarding Goal 5 (Natural Resources) and Goal 6 (Air, Land and Water Quality) issues.
  - (c) The state agencies most interested in natural hazards are DLCD (which administers Federal Emergency Management Act flood control programs) and the Oregon Department of Aggregate and Mineral Industries (DOGAMI). These agencies shall be notified regarding changes to flood management programs.
  - (d) The state agencies most interested in parks and recreational facilities and historic preservation are the Oregon Parks Department and the State Office of Historic Preservation. These agencies shall be notified and asked to comment when changes to park or historic programs are proposed.
  - (e) The state agencies most interested in transportation programs and projects are the Oregon Department of Transportation (ODOT) and DLCD. These agencies will be notified when amendments to the Transportation Systems Plan, comprehensive plan or zone designation are proposed that could adversely affect a state transportation facility.



## **C. Marion County Coordination**

In 2003, Marion County adopted the “Urban Growth Management Framework” as part of its comprehensive plan. The Framework states its purpose on pages 2-3:

*“The purpose of the Growth Management Framework is to:*

- 1. Identify common goals, principles, and tools that will lead to more coordinated planning and promote a collaborative approach to developing solutions to growth issues.*
- 2. Be consistent with City plans for growth by modifying the growth projections in response to City feedback.*
- 3. Protect farm, forest, and resource lands throughout the County by considering the existing growth capacity of each community, fostering the efficient use of land, and evaluating urban growth boundary expansion needs.*
- 4. Maintain physical separation of communities by limiting urbanization of farm and forest lands between cities.*
- 5. Maintain community identity by encouraging each community to decide how it should grow and by promoting City decision-making control.*
- 6. Support a balance of jobs and housing opportunities for communities and areas throughout the county that contribute to the needs of regional and City economies.*
- 7. Provide transportation corridors and options that connect and improve accessibility and mobility for residents along with the movement of goods and services throughout the county.*

*The Urban Growth Management Framework is a coordination planning strategy that provides a guide cities may follow when considering urban expansion needs and decisions in response to growth issues. The Framework identifies the areas of interest for the County regarding urbanization and possible measures in the form of coordination guidelines, that cities may choose to pursue to accommodate efficient growth. Within the context of the Framework, coordination guidelines are defined as being flexible directions or measures that may be utilized to address specific policy statements.’*

*The Framework is intended to provide direction and assistance for the cities through a checklist of factors for consideration in making decisions regarding the impacts of growth. The decision as to how to use the Framework and which guidelines may be important and applicable, is up to the cities. The County recognizes there may be several ways to approach and resolve an issue and the Framework provides flexibility for the cities in coordinating planning efforts with the County.”*

## **Marion County Coordination Goals and Policies**

### **Goal**

- C-1. To coordinate with Marion County regarding planning issues that extend beyond the boundaries of the City of Woodburn, including population allocations, amendments to acknowledged comprehensive plans and transportation system plans, and achievement of a compact urban growth form, as required by Statewide Planning Goals 2 (Land Use Planning and Coordination), 12 (Transportation) and 14 (Urbanization).**

### **Policies**

- C-1.1** Marion County Framework Plan goals, policies and guidelines will be considered when the City considers plan amendments that require Marion County concurrence.
- C-1.2** The City of Woodburn shall have primary responsibility to plan for community growth within its Urban Growth Boundary, and recognizes its responsibility to coordinate with Marion County to ensure the efficient use of urbanizable land within the Woodburn Urban Growth Boundary.

## **D. Residential Land Development and Housing**

The 2003 Woodburn Housing Needs Analysis forecasted future housing need by type and density. The City is committed to maintaining a 20-year supply of buildable land to meet identified housing needs.

### ***Residential Plan Designations***

#### **Medium Density Residential Lands**

Most Medium Density Residential areas are located adjacent to an arterial or collector street or at the intersection of major streets. Care should be taken in developing these areas to ensure that good transportation flow is accommodated and that on-site recreational uses are provided to some extent to alleviate some of the problems caused by living in medium

density areas. Medium Density Residential lands are also appropriate in designated Nodal Development areas and near employment centers.

### **Low Density Residential Lands**

Low density residential areas are the most sensitive land use and must be intensively protected. In general they are not compatible with commercial and industrial uses and some type of buffering technique must be used to protect them. Also, arterials and other transportation corridors can severely affect the usefulness of low density residential areas. In general, low density residential areas have been located according to existing patterns of development and in areas which are protected from high traffic flows and commercial and industrial uses. When greenways are used as buffers between other land uses and low density residential areas it is extremely important to maintain the visual and physical separation that the greenway provides. Small lot single-family residential development is appropriate in Nodal Development areas and may be allowed in Medium Density Residential areas. Small lot senior housing is encouraged adjacent to existing senior housing areas.

### **Public Use**

In addition to the four major types of land uses (medium density residential low density residential, commercial, and industrial), lands for public use are shown. These are lands, which are used or intended for use by governmental units, including lands which are currently owned by the City or School District. Future acquisition sites are not indicated, however, as this may affect the price the public would have to pay. In most cases, residential land is acquired for park and school use; for this reason, the Public Use category is considered as a “Residential Land Use”. Because the location of these sites depends a great deal on price and availability, the City and School District will have to make decisions at the time the acquisition is needed about the best location.

## ***Residential Land Use Goals and Policies***

### **Policies**

- D-1.1 Residential areas should be designed around a neighborhood concept. Neighborhoods should be an identifiable unit bounded by arterials, non-residential uses, or natural features of the terrain. The neighborhood should provide a focus and identity within the community and should have a community facility, such as a school, park, or privately owned community facility to allow for interaction within the neighborhood.
- D-1.2 Developments in residential areas should be constructed in such a way that they will not seriously deteriorate over time. Zoning ordinances should be strictly enforced to prevent encroachment of degrading non-residential uses. Construction standards in the State Building Code

shall be vigorously enforced. Woodburn is committed to adopting a housing code to improve the housing stock in the community.

- D-1.3 Development should promote, through the use of moderate density standards and creative design, a feeling of openness and spaciousness with sufficient landscaped area and open space to create a pleasant living environment. Higher density areas should be located near jobs, shopping and/or potential transit services.
- D-1.4 Streets in residential areas should be used by residents for access to collectors and arterials. Residential streets should be designed to minimize their use for through traffic. However, whenever possible, dead-end streets and cul-de-sacs should be avoided.
- D-1.5 Residential developments should strive for creative design that will maximize the inherent values of the land being developed and encourage slow moving traffic. Each residential development should provide for landscaping and tree planting to enhance the livability and aesthetics of the neighborhood.
- D-1.6 Except in areas intended for mixed use, non-residential uses should be prevented from locating in residential neighborhoods. Existing non-conforming uses should be phased out as soon as possible.
- D-1.7 Home occupations and combination business and home should be allowed only if the residential character is unaffected by the use.
- D-1.8 High traffic generating non-residential uses should not be located in a manner that increases traffic flows on residential streets or residential collectors. However, designated neighborhood commercial centers in Nodal Development areas are exempt from this policy.
- D-1.9 Industrial and commercial uses that locate adjacent to a residential area should buffer their use by screening, design, and sufficient setback that their location will not adversely affect the residential area.
- D-1.10 High density residential areas should be located to minimize the possible deleterious effects on any adjacent low density residential development. When high density and low density areas abut, density should decrease in those high density areas immediately adjacent to low density residential land. Whenever possible, buffering should be practiced by such means as landscaping, sight-obscuring fences and hedges, and increased setbacks. This policy does not apply in Nodal Development areas.

- D-1.11 Traffic from high density residential areas should have direct access to collector or arterial streets without having to utilize local residential streets to reach shopping and job centers.

## ***Housing Goals and Policies***

### **Goal**

- D-2. The housing goal of the City is to ensure that adequate housing for all sectors of the community is provided.**

### **Policies**

- D-2.1 The City will ensure that sufficient land is made available to accommodate the growth of the City, consistent with the 2005 Woodburn Residential Land Needs Analysis. This requires that sufficient land for both high density and low density residential developments is provided within the confines of the growth and development goals of the City. It is the policy of the City to assist and encourage property owners, whenever possible, to rehabilitate and renew the older housing in the City.
- D-2.2 It is the policy of the City to encourage a variety of housing types to accommodate the demands of the local housing market. In Woodburn, the following needed housing types shall be allowed, subject to clear and objective design standards, in the following zoning districts:

**Policy Table 2: Needed Housing Types and Implementing Zoning Districts**

<b>Needed Housing Type</b>	<b>Implementing Zoning District(s)</b>
<b>Single Family Detached Residential</b>	<b>RS</b> Single Family Residential <b>RS1</b> Retirement Community SFR <b>RSN</b> Nodal Development SFR
<b>Manufactured Dwellings On Individual Lots In Parks</b>	<b>RS</b> Single Family Residential <b>RS1</b> Retirement Community SFR <b>RM</b> Medium Density Residential
<b>Attached Single Family Residential (Row Houses)</b>	<b>RMN</b> Nodal Residential
<b>Duplexes On Corner Lots Generally</b>	<b>RS</b> Single Family Residential <b>RM</b> Medium Density Residential
<b>Multi-Family Generally Above Commercial</b>	<b>RM</b> Medium Density Residential <b>RMN</b> Nodal Residential <b>DDC</b> Downtown Development and Conservation <b>NNC</b> Nodal Neighborhood Commercial
<b>Government Assisted Housing*</b> <b>Farm Worker Housing*</b> <b>Rental Housing*</b>	These “housing types” are based on financing or tenure, and are not regulated by the City. If the housing type (e.g., single family, manufactured dwelling, attached single family, duplex, or multi-family) is allowed in the underlying zoning district, these “housing types” are allowed subject to applicable design standards.

\* Note that the City regulates housing development to ensure quality construction and design, but does not regulate based on tenure.

- D-2.3 To ensure that new concepts in housing are not restricted unduly by ordinances, the City shall periodically review its ordinances for applicability to the current trends in the housing market. The R1S District is an example of Woodburn's efforts to providing affordable housing for seniors, by allowing single-family homes on lots as small as 3,600 square feet.
- D-2.4 To provide for the persons living in the community of a lower income, the City will accept its regional share of low income housing. This policy is not intended to provide an overabundance of low income housing.
- D-2.5 To provide for needed housing close to neighborhood shopping with a pedestrian orientation, Woodburn shall adopt a new Nodal Development Overlay. This overlay designation shall apply in Southwest Woodburn as shown on the Woodburn Comprehensive Plan Map. Special design standards shall ensure a pedestrian orientation and compatibility between the residential and commercial uses.
- D-2.6 Woodburn is committed to providing affordable homeownership opportunities to its citizens. For this reason, Woodburn zoning regulations will allow rowhouses (attached single-family homes) and detached single-family homes on smaller lots (4,000 sq. ft. minimums) within Nodal Development areas.
- D-2.7 Woodburn shall amend existing zoning districts to implement the Nodal Development concept to allow:
- (a) Increased density in the RM Medium Density Residential District;
  - (b) Rowhouses with alley access and front porches in the RM Medium Density Residential District; and
  - (c) Small-lot single family homes with alley access and front porches in the RS Single Family District.

## **E. Industrial Land Development and Employment**

The 2001 Woodburn Economic Opportunities Analysis (EOA) and Economic Development Strategy provide the basis and policy direction for Woodburn's economic development efforts. Generally, Woodburn is committed to providing the infrastructure and land base necessary to attract higher-paying, non-polluting jobs. This change is necessary to reverse recent trends that saw Woodburn becoming a bedroom community, with residents commuting to the Portland and Salem areas for employment. For Woodburn to be competitive, it must make the most of its key comparative advantage –

location along the Interstate 5 Corridor. Woodburn is surrounded by agricultural resource land, therefore the City cannot avoid using agricultural land to provide suitable industrial sites. Consequently, in order to meet the City's economic development objectives, several large parcels along the I-5 corridor have been reserved exclusively for industrial use. To ensure that these industrial sites along I-5 are used solely for targeted industrial uses, Woodburn has adopted stringent policies to prevent the re-designation of industrial sites in the Southwest Industrial Reserve overlay (SWIR) to commercial or residential uses. In addition, large minimum parcel sizes will ensure needed large industrial sites are preserved.

### ***Industrial Land Designations***

Location of industrial lands poses more of a problem than any other use in urban areas. They are essential for the City, and in Woodburn's case, must be expanded to accommodate future needs. In general, this type of land use requires good transportation access, served preferably, but not necessarily, by both railroad and highway. Reserving industrial sites with direct access to Interstate 5 is critical to the City's economic development efforts. Generally, industrial land should not be located adjacent to residential areas without some type of buffering use in between the industrial use and the residential areas; either green space or a major road or other similar buffer. There are five areas that have been established for industrial use in Woodburn. They meet all of the above criteria. They are:

1. In the southeast quadrant of the City;
2. In the northeast quadrant of the City; the Woodburn Industrial Park and surrounding development;
3. The area between North Front Street and Mill Creek, north of the Woodburn High School;
4. The southwest quadrant of the I-5 interchange area, which shall be expanded as a result of the 2003 plan amendment process.
5. The Downtown area.

Each of these areas serves a different purpose in the City's long-range industrial development plans. The majority of the development in the Southeast Industrial area is either in the City limits or closely adjacent to it. The majority of land in this Southeast area is being used for spray irrigation of industrial wastes from the food processing plant. As it has been zoned industrial in the County for some time, the City proposed, and the County agreed, that it would be best to have this area in the Urban Growth Boundary so future expansion of the food processing facility on the industrial land would be controlled and regulated by the City. This industrial area could realize additional development.

The Industrial Park area was really the beginning of Woodburn's industrial expansion in the 1970s. It has been very successful and now covers a large amount of land between the Southern Pacific Railroad and Highway 99-E north of State Highway 214. However, almost all of the developable land has either been sold to industries that intend to locate in Woodburn or is under development. It is expected that full build-out will be realized within the next several years.

The industrial area on North Front Street north of the Woodburn High School was selected for of several reasons. First of all, it is close to State Highway 214 and therefore has good highway access. Second, a spur line from the Southern Pacific Railroad could be developed to serve industries locating in this area. Third, an excellent buffer exists in the Mill Creek area to buffer the industrial uses from the adjacent residential uses. It should be pointed out, however, that industrial uses should not be located in or near the floodplain and extensive screening must be employed by industrial uses.

The fourth industrial area, the southwest quadrant of the interchange was selected because it is an excellent site for target industries identified in the Economic Opportunities Analysis. Not all industries desire to locate on railroads. Indeed some cannot because vibration from the railroad upsets sensitive instruments used in some industrial processes. The key locational factor desired by targeted industries identified in the EOA is access to, and visibility from, Interstate 5. Therefore, the industrial area along Interstate-5 provides the primary location for targeted industries in Woodburn. It also affords excellent visibility for industries that wish to maintain good visibility and high corporate image.

The fifth Industrial area is the Downtown area. This area is the old downtown industrial center. It is the first and the original Industrial area in Woodburn. This Industrial area is located along the SPRR in Downtown Woodburn. The railroad was utilized for transportation. This sector has historical significance when considering the path Woodburn has taken. This Industrial area can realize additional development and possible redevelopment.

It should be noted that of the five industrial areas in Woodburn, only two, the North Front Street area and the Interstate 5 area are available for future large-scale industrial expansion.



## ***Industrial Development Goals and Policies***

### **Goal**

- E-1. Woodburn shall provide and maintain an adequate supply of suitable industrial sites to attract targeted firms consistent with Statewide Planning Goal 9 (Economy of the State), the recommendations of the 2001 Woodburn Economic Opportunities Analysis and the Woodburn Economic Development Strategy.**

### **Policies**

- E-1.1 It is the policy of the City to provide for developments that, whenever possible, will allow residents of the City of Woodburn to work in Woodburn and not have to seek employment in other areas. To accomplish this the City should encourage a healthy job market within the City and enough available industrial land for industrial growth to accommodate the residential growth expected in the City.
- E-1.2 Industrial land should be located to take advantage of Interstate 5 access or rail transportation.
- E-1.3 To minimize impacts on Marion County's agricultural land base, Class I agricultural soils shall be preserved outside the UGB. At the same time, it is important that industrial lands be located in relatively flat areas, which have suitable soils and that are free from flooding dangers.
- E-1.4 Industrial areas that are located adjacent to arterial streets or to residential areas should be controlled through site plan review and buffer zones to minimize the impact of industrial uses.
- E-1.5 Industries that, through their operating nature, would contribute significantly to a deterioration of the environmental quality of air, land, or water resources of the City should be forbidden to locate within the City limits.
- E-1.6 The city deems the industrial park concept the most desirable form of industrial development. Whenever possible the industrial park concept will be encouraged in an attractive and functional design. Master planning of industrial areas shall be required prior to annexation of industrial land to the City. Master plans shall reserve parcels of sufficient size to meet the needs of targeted industries identified in the EOA.
- E-1.7 Nonconforming industries shall be encouraged to find other areas to locate.

- E-1.8 Industrial lands shall be protected from encroachment by commercial or other uses that will either increase the price of industrial land or cause traffic generation that will interfere with the normal industrial practices.
- E-1.9 The industries attracted and encouraged by the City to locate in Woodburn should generate jobs that would upgrade the skills of the local labor pool.

### **Goal**

- E-2. Woodburn shall reserve suitable sites in the Southwest Industrial Area for targeted industrial firms, as directed by the 2001 Woodburn Economic Opportunities Analysis.**

### **Policies**

- E-2.1 Woodburn shall designate industrial land near Interstate 5 with a SWIR (Southwest Industrial Reserve overlay) designation. Land within this designation shall be reserved exclusively for industrial uses identified in the EOA, and shall not be converted to another commercial or residential plan designation.
- E-2.2 A master development plan shall be approved by the City Council prior to annexation to the City. The master plan shall show how streets, sanitary sewer, water and stormwater services will be sized and located to serve the entire SWIR area. The master plan shall show how arterial, collector and local street access will be provided to each lot if land division is proposed. The proposed master plan shall be referred to Marion County for comment prior to consideration by the City Council.
- E-2.3 This SWIR master plan shall demonstrate how sites with the size and access characteristics identified in the EOA will be maintained, consistent with Policy Table 3, below:

**Policy Table 3: Site Sizes That Must be Maintained on Specific  
Parcels Through the Master Planning Process**

<b>Sites (by assessor tax lot number)</b>	<b>Buildable Acres</b>	<b>Required Lot Sizes (ranges shown in acre)</b>	<b>Conceptual Lot Sizes (in acres)</b>	<b>Special Standards</b>
52W11 TL 300	88	25-50 10-25 10-25 5-10 5-10 2-5 2-5	35 15 15 8 8 4 3	Land division permitted with master plan approval
<b>Subtotal:</b>			<b>88</b>	
52W14 TL 200 52W14 TL 600	22	10-25 5-10	15 7	Land division not permitted
<b>Subtotal:</b>			<b>22</b>	
52W13 TL 1100 52W14 TL 1500 52W14 TL 1600	96	96	96	Land division not permitted  Shall be developed with a use with at least 300 employees
52W14 TL 800 52W14 TL 900 52W14 TL 1000 52W14 TL 1100	106	50-100 25-50 2-5 2-5	65 33 4 4	Land division permitted with master plan approval  50-100 acre lot shall be developed with a use with at least 200 employees
<b>Subtotal:</b>			<b>106</b>	
52W4 TL 1200	4	2-5	4	Land division not permitted
52W23 TL 100	46	25-50 5-10 2-5	35 8 3 <b>46</b>	Land division permitted with master plan approval
<b>TOTAL SWIR</b>	362		<b>362</b>	

### ***Marion County Economic Coordination Goals and Policies***

#### **Goal**

Marion County's economic development goals address the importance of maintaining a diverse employment base with living wage jobs. The goals include:

- E-3. Encourage diversity and balance of job types (e.g., service and industry jobs); promote economic opportunity for all segments of society; encourage a sustainable local and regional economy; and**

**tailor economic development to the unique assets and needs of the county and the City of Woodburn.**

**Policies**

- E-3.1 Consistent with Marion County Framework Plan policies, the City of Woodburn has conducted an Economic Opportunities Analysis (EOA) consistent with the Goal 9 Rule (OAR Chapter 660, Division 9) that:
- (a) Inventories lands suitable for employment use by parcel size;
  - (b) Calculates the capacity for jobs in existing Commercial and Industrial plan designations;
  - (c) Forecasts future employment by sector;
  - (d) Identifies industries that are likely to locate in Woodburn;
  - (e) Determines the siting needs of targeted industries;
  - (f) Determines whether there are existing sites within the UGB that meet site suitability criteria and are not needed for other land uses; and
  - (g) Identify sites outside the UGB that meet site suitability criteria if there are inadequate sites within the UGB.
- E-3.2 Expand the Woodburn UGB to meet identified industrial siting needs in the 2001 Woodburn EOA, consistent with the Statewide Planning Goals and other County guidelines adopted as part of this section.
- E-3.3 Review plans and implementing ordinances to ensure an adequate supply of suitable sites to meet the needs of targeted industries, as required by ORS 197.212 et. seq.
- E-3.4 Work with Marion County, economic development agencies, area economic development groups, and major institutions to provide information to support development of a region-wide strategy promoting a sustainable economy.

**F. Commercial Land Development and Employment**

***Commercial Land Designations***

Commercial lands also pose difficulty in deciding their proper location because of the high traffic that is generated by commercial uses and the necessity for good

transportation facilities improvements. They also can impact quite severely on adjacent residential uses and this must be considered in their location, and especially in their zoning. The commercial areas of the City should to develop at higher densities instead of a sprawling type development. There are basically five major commercial areas in Woodburn, and they should serve the City for the foreseeable future.

The first commercial area that the City developed was the downtown. It is located on both sides of a railroad track and despite problems in the recent past, it has remained an essential part of the City's economy. It is in a transitional stage at present as it no longer serves as the center of retailing for Woodburn. However, Downtown Woodburn has experienced a renaissance of new investment from the Latino community. Downtown Woodburn is becoming known throughout the state for its authentic Mexican cultural amenities, shops and restaurants. Although some buildings suffer from a lack of maintenance and outmoded buildings, some have been remodeled and updated to provide a greater share of Woodburn's services in the future.

The second large commercial area that developed in the City is the commercial strip along Highway 99E. The strip zoning along 99E has caused many problems in the City of Woodburn. This is because this type of development is the least efficient use of commercial land and highway frontage. Woodburn will work with property owners towards redeveloping this area in the future. By limiting the supply of vacant "green field" commercial land within the UGB, redevelopment of underutilized strip commercial lands is more likely to occur. Access control policies shall be observed when street improvements occur.

The third large area of commercial development in the City is the I-5 Interchange. This contains one small shopping center, a large retail use (Wal-Mart), a developing outlet mall, and other highway related uses. In general, commercial uses on the west side of the freeway should be limited to highway related interchange type uses, while on the east side, a more general commercial nature should be encouraged. There are approximately 60 acres available for development located southwest of Evergreen Road. This land should be developed as a large integrated shopping center when Woodburn's population justifies it. Access control in the I-5 interchange area is extremely important, because traffic congestion is the limiting factor for growth west of the freeway. This issue is addressed extensively in the 2005 Woodburn Transportation Systems Plan.

The fourth commercial area is the Highway 214/211/99E "Four Corners" intersection. This area has become an important commercial district within the City. This "Four Corners" area serves as a more local retail service center. This commercial district could realize more development in the future. In this area development should be intensified so as to not create another commercial strip development.

The fifth commercial center serves the Nodal Development Overlay area near Parr Road, east of I-5. A 10-acre site has been reserved for neighborhood commercial uses that will serve the higher density, nodal residential development within walking distance (generally one-half mile or less) of the center. The center will be designed with a pedestrian focus, with limited parking. The City shall adopt a new NNC (Nodal Neighborhood Commercial) District to implement this concept.

In addition to these five major areas there are three other minor commercial areas, two of which are set aside for office uses. One at the S-Curve near Cascade Drive and State Highway 214 and one at the northwest quadrant of the intersection of Settlemier Avenue and State Highway 214. To minimize the impact along State Highway 214 only low traffic generating uses such as offices and other service centers should be located along those streets. Large retail uses are not consistent with the overall plan concept for these two areas, although neighborhood-serving retail uses such as delicatessens and coffee shops are allowed. The third small commercial area will be located along Boones Ferry Road, just north of a tributary to Mill Creek, near the northern edge of the UGB. This 2-acre area will serve the day-to-day retail and service needs of recent and planned residential development in the North Boones Ferry Road area.

### ***Commercial Lands Goals and Policies***

During the 1990s, Woodburn experienced large-scale commercial growth near Interstate 5. Although commercial development has provided jobs for many Woodburn residents, this growth has contributed to congestion at the I-5/Highway 214 Interchange, which has constrained the City's ability to attract basic industrial employment that requires I-5 access. Therefore, Woodburn should discourage additional land for "big box" or large-scale auto-dependent commercial development. Woodburn will encourage infill and redevelopment of existing commercial sites, and will encourage neighborhood-serving commercial developments in Nodal Development areas.

#### **Goal**

- F-1. Encourage infill and redevelopment of existing commercial areas within the community, as well as nodal neighborhood centers, to meet future commercial development needs.**

#### **Policies**

- F-1.1** The City should at all times have sufficient land to accommodate the retail needs of the City and the surrounding market area while encouraging commercial infill and redevelopment. The City presently has five major commercial areas: 99E, I-5 Interchange, the downtown

area, the Parr Road Nodal Commercial area, and the 214/211/99E four corners intersection area. No new areas should be established.

- F-1.2 Lands for high traffic generating uses (shopping centers, malls, restaurants, etc.) should be located on well improved arterials. The uses should provide the necessary traffic control devices needed to ameliorate their impact on the arterial streets.
- F-1.3 Strip zoning should be discouraged as a most unproductive form of commercial land development. Strip zoning is characterized by the use of small parcels of less than one acre, with lot depths of less than 150 feet and parcels containing multiple driveway access points. Whenever possible, the City should encourage or require commercial developments which are designed to allow pedestrians to shop without relying on the private automobile to go from shop to shop. Therefore, acreage site lots should be encouraged to develop "mall type" developments that allow a one stop and shop opportunity. Commercial developments or commercial development patterns that require the use of the private automobile shall be discouraged.
- F-1.4 Architectural design of commercial areas should be attractive with a spacious feeling and enough landscaping to reduce the visual impact of large expanses of asphalt parking areas. Nodal commercial areas should be neighborhood and pedestrian oriented, with parking to the rear or side of commercial buildings, and with pedestrian connections to neighboring residential areas.
- F-1.5 It would be of benefit to the entire City to have Woodburn's Downtown Design and Conservation District an active, healthy commercial area. Downtown redevelopment should be emphasized and the City should encourage property owners to form a local improvement district to help finance downtown improvements. Urban renewal funds may also be used to fund planned improvements.
- F-1.6 Commercial office and other low traffic generating commercial retail uses can be located on collectors or in close proximity to residential areas if care in architecture and site planning is exercised. The City should ensure by proper regulations that any commercial uses located close to residential areas have the proper architectural and landscaping buffer zones.
- F-1.7 The Downtown Goals and Policies are included in Section K of the Plan and are intended as general guidelines to help the City and its residents reshape the downtown into a vital part of the community. Generally, development goals are broken into four categories, short-term goals, intermediate term goals, long-term goals, and continual goals.

Whenever development is proposed within the CBD these goals should be reviewed and applied as necessary so as to maintain balance and uniformity over time. Although not part of the Downtown Plan or Woodburn Comprehensive Plan, Urban Renewal funding can help to realize the goals and policies embodied in these land use plans.

- F-1.8 Ensure that existing commercial sites are used efficiently. Consider the potential for redevelopment of existing commercial sites and modifications to zoning regulations that intensify development to attract new investment.
- F-1.9 Adopt a new NNC (Nodal Neighborhood Commercial) District, to be applied in two Nodal Development Overlays:
- (a) Near the intersection of Parr Road and the Evergreen Road extension (approximately 10 acres); and
  - (b) At the north boundary of the UGB along Boones Ferry Road, north of the Mill Creek tributary (2-5 acres).

## **G. Growth Management and Annexation**

### ***Growth Management***

Woodburn has learned from both its successes and mistakes during the last 20 years since the Woodburn Comprehensive Plan was first acknowledged in 1982. Woodburn has used the annexation process effectively to ensure that new development has adequate levels of public facilities and services. Woodburn has provided relatively affordable housing during a period of rapid growth. Most importantly, Woodburn is proud of its ability to accommodate new residents from diverse economic, social and ethnic backgrounds.

As part of its periodic review planning process, Woodburn incorporated growth management measures to increase efficiency of land use and improved livability, Woodburn is committed to:

- Reserving land near Interstate 5 for basic employment, rather than freeway oriented commercial development. Woodburn has adopted stringent master planning standards for Industrial development, that ensure efficient land use and retention of scarce industrial sites in the Southwest Industrial Reserve overlay (SWIR) area.
- Integrating its stream corridors and wetlands into the design of neighborhoods and commercial developments. Accordingly, Woodburn has inventoried its locally significant wetlands and riparian corridors, and



protected them from conflicting use by applying the “safe harbor provisions” of the Goal 5 rule.

- Using the master planning process as a pre-condition to annexation or development in Nodal Development Overlay and SWIR areas, to ensure that land is used more wisely and more efficiently.

Finally, Woodburn is committed to working closely with Marion County in joint efforts to manage growth within and immediately adjacent to the Woodburn UGB. Towards this end, Woodburn has incorporated important goals, policies and guidelines found in the Marion County Urban Growth Management Framework. In particular, Woodburn (as part of the 2003 code update process) has:

- Zoned land to provide the opportunity for housing to develop at over 10 units per net buildable acre (8 units per gross acre) under clear and objective standards;
- Made substantial amendments to the Woodburn Development Ordinance, as discussed in Section D, Housing; and
- Adopted minimum density standards that ensure that actual development occurs at 80% or more of the allowable density in each of its residential zoning districts.

## ***Growth Management Goals and Policies***

### **Goal**

- G-1. The City's goal is to manage growth in a balanced, orderly and efficient manner, consistent with the City's coordinated population projection.**

### **Policies**

- G-1.1 Woodburn will assure that all expansion areas of the City are served by public facilities and services with adequate capacity. Consideration of proposals that vary from City capacity standards and facility master plans shall include mitigating measures determined to be appropriate the Public Works Department. Other public service providers such as the School District and Fire District shall also address capacity considerations.
- G-1.2 Woodburn will encourage the optimum use of the residential land inventory providing opportunities for infill lots, intensifying development along transit corridors, and application of minimum densities

- G-1.3 The City shall provide an interconnected street system to improve the efficiency of movement by providing direct linkages between origins and destinations.
- G-1.4 The City shall assure the provision of major streets as shown in the Transportation Systems Plan. The City shall hold development accountable for streets within and abutting the development. In addition, the policy of the City is to emphasize development outward in successive steps and phases that avoid unnecessary gaps in the development and improvement of the streets.
- G-1.5 The City's policy is to consider the Capital Improvement Program (CIP) when investing public funds or leveraging private investment.
- G-1.6 The City shall encourage high standards of design and flexibility that are enabled by the PUD zone.
- G-1.7 The City's policy is to accommodate industrial and commercial growth consistent with the 2001 Woodburn Economic Opportunities Analysis (EOA).
- G-1.8 Woodburn's policy is to diversify the local economy. Woodburn seeks to diversify the local economy so that the community will prosper and can weather swings in the business cycle, seasonal fluctuations, and other economic variables. The intent is to provide a broad spectrum of commercial and industrial enterprises. The variety of enterprises will not only provide insulation from negative business factors, but a choice in employment opportunities that in turn allows for the diversification in income types.
- G-1.9 To ensure that growth is orderly and efficient, the City shall phase the needed public services in accordance with the expected growth. Extensions of the existing public services should be in accordance with the facility master plans and Public Facility Plan in this Comprehensive Plan.
- G-1.10 Woodburn will ensure that land is efficiently used within the UGB by requiring master development plans for land within Nodal Development Overlay or Southwest Industrial Reserve overlay designations. Master plans shall address street connectivity and access, efficient provision of public facilities, and retention of large parcels for their intended purpose(s).
- G-1.11 The City shall pay for public facilities with system development charges from anticipated growth.

- G-1.12 The County shall retain responsibility for regulating land use on lands within the urban growth area until such lands are annexed by the City. The urban growth area has been identified by the City as urbanizable and is considered to be available, over time, for urban development.
- G-1.13 The City and County shall maintain a process providing for an exchange of information and recommendations relating to land use proposals in the urban growth area. Land use activities being considered within the urban growth area by the County shall be forwarded by the County to the City for comments and recommendations.
- G-1.14 All land use actions within the urban growth area and outside the City limits shall be consistent with the City's Comprehensive Plan and the County's land use regulations.
- G-1.15 In order to promote consistency and coordination between the City and County, both the City and County shall review and approve amendments to the City's Comprehensive Plan which apply to the portion of the urban growth area outside the City limits. Such changes shall be considered first by the City and referred to the County prior to final adoption. If the County approves a proposed amendment to the City's plan, the change shall be adopted by ordinance, and made a part of the County's plan.
- G-1.16 The area outside the urban growth boundary shall be maintained in rural and resource uses consistent with the Statewide Land Use Planning Goals.
- G-1.17 The City and County shall strive to enhance the livability and promote logical and orderly development of the urban growth area in a cost effective manner. The County shall not allow urban uses within the Urban Growth Boundary prior to annexation to the City unless agreed to in writing by the City. City sewer and water facilities shall not be extended beyond the City limits, except as may be agreed to in writing by the City and the property owner and the owner consents to annex. The City shall be responsible for preparing the public facilities plan.
- G-1.19 Woodburn is committed to working with Marion County to minimize conversion of farm and forest lands, by achieving a compact urban growth form. The City shall zone buildable land such that the private sector can achieve 8 units per gross acre, consistent with the City's housing needs analysis. This efficiency standard represents the average density for new housing that will be zoned and allowed under clear and objective standards by the City. Through a combination of infill, redevelopment, vertical mixed use development and provision for smaller lot sizes and a greater variety of housing types, Woodburn

provides the opportunity for the private sector to achieve at least 8 dwelling units per gross buildable acre (after removing protected natural areas and land needed for parks, schools and religious institutions). Housing through infill and redevelopment counts as new units, but no new land consumption, effectively increasing the density measurement.

- G-1.20 Woodburn shall apply a minimum density standard for new subdivisions and planned unit developments of approximately 80% of the allowed density in each residential zone.
- G-1.21 As specified in the Marion County Framework Plan, the County's preliminary employment land use needs for Woodburn are replaced by the more detailed employment forecasts and site suitability analysis found in the 2001 Woodburn Economic Opportunities Analysis (EOA).
- G-1.22 Woodburn will consider residential and commercial redevelopment and infill potential for purposes of calculating UGB capacity, prior to expanding the UGB. Woodburn will also constrain the supply of commercial land to encourage redevelopment along Highway 214 west of Interstate 5, and along Highway 99W.
- G-1.23 Woodburn has identified two areas for mixed-use development – Downtown Woodburn and the Nodal Development District along Parr Road. The UGB Justification Report includes specific estimates of the number of new housing units and commercial jobs that can be accommodated in these overlay districts.

## ***Annexation Goals and Policies***

### **Goal**

- G-2. The goal is to guide the shape and geographic area of the City within the urban growth boundary so the City limits:**
  - (a) Define a compact service area for the City;**
  - (b) Reflect a cohesive land area that is all contained within the City; and**
  - (c) Provide the opportunity for growth in keeping with the City's goals and capacity to serve urban development.**

### **Policies**

- G-2.1 For each proposed expansion of the City, Woodburn shall assess the proposal's conformance with the City's plans, and facility capacity and assess its impact on the community.

G-2.2 Woodburn will achieve more efficient utilization of land within the City by:

- (a) Incorporating all of the territory within the City limits that will be of benefit to the City.
- (b) Providing an opportunity for the urban in-fill of vacant and under utilized property.
- (c) Fostering an efficient pattern of urban development in the City, maximizing the use of existing City facilities and services, and balancing the costs of City services among all benefited residents and development.
- (d) Requiring master development plans for land within Nodal Development Overlay or Southwest Industrial Reserve overlay designations prior to annexation. Master plans shall address street connectivity and access, efficient provision of public facilities, and retention of large parcels for their intended purpose(s).

G-2.3 Woodburn will use annexation as a tool to guide:

- (a) The direction, shape and pattern of urban development;
- (b) Smooth transitions in the physical identity and the development pattern of the community; and
- (c) The efficient use and extension of City facilities and services.

## **H. Transportation**

### ***Transportation Goals and Policies***

Woodburn amended its Transportation System Plan (TSP) in coordination with Marion County, the Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT) as part of its 2005 Periodic review package. The goals and policies listed below have been amended consistent with the 2005 TSP. A new “Marion County Coordination” subsection is added to ensure coordination with the Goals and Policies of the Marion County Growth Management Framework Plan.

## **Goal**

- H-1. Develop a multimodal transportation system that avoids or reduces reliance on one form of transportation and minimizes energy consumption and air quality impacts.**

## **Policies**

- H-1.1 Develop an expanded intracity bus transit system that provides added service and route coverage to improve the mobility and accessibility of the transportation disadvantaged and to attract traditional auto users to use the system.
- H-1.2 Develop a plan for providing travel options between Woodburn and Portland or Salem, including intercity bus service and potential bus/carpool park-and-ride facilities.
- H-1.3 Develop a bikeway system that provides routes and facilities that allow bicyclists to travel from residential areas to schools, parks, places of employment, and commercial areas. Identify off-street facilities in City greenway and park areas. Ensure all new or improved collector and arterial streets are constructed with bicycle lanes.
- H-1.4 Identify sidewalk and off-street pathway improvements to improve pedestrian mobility within neighborhoods and between residential areas and schools, parks, places of employment, and commercial areas. Ensure all new or improved collector and arterial streets are constructed with sidewalks.

## **Goal**

- H-2. Develop a street system that will handle projected year 2020 traffic demands in the Woodburn area, and interconnects residential areas with employment centers, schools, parks, churches, and regional transportation facilities.**

## **Policies**

- H-2.1 Develop an updated roadway functional classification plan for the Woodburn area that reflects the desired function of different roadways, and is consistent with current federal guidelines for the designation of major streets in an urban area.
- H-2.2 Develop a strategy for improving Oregon 219/214, 211, and 99E through Woodburn, including added travel lanes, signalization, and access management.

- H-2.3 Identify new east-west and north-south collector/minor arterial streets within the City to relieve traffic demands on Oregon 219/214, 211, and 99E and coordinate with Marion County to construct the street connections needed outside of the urban growth boundary (UGB).
- H-2.4 Develop updated street design standards for arterials, collectors, and local streets
- H-2.5 Identify a final strategy for paving currently unimproved streets in the City.
- H-2.6 Identify the need for additional public parking provisions in Woodburn, including park-and-ride facilities, as well as a plan to support increased carpooling and transit use in the future.
- H-2.7 Develop a capital improvement program that fulfills the transportation goals established by the community.

### **Goal**

- H-3. Develop transportation improvements that address overall traffic safety in the Woodburn area.**

### **Policies**

- H-3.1 Develop access management strategies for Oregon 219/214, 211, and 99E through Woodburn, particularly focusing on the section of Oregon 214 between Interstate 5 (I-5) and Cascade Drive, and Oregon 99E south of Lincoln Avenue.
- H-3.2 Develop a plan for improving pedestrian and bicycle safety for travel to and from local schools, commercial areas, and major activity centers.
- H-3.3 Identify street and railroad crossings in need of improvement, as well as those that should be closed or relocated.
- H-3.4 Develop a plan for designated truck routes through the City and a plan to handle truck and rail hazardous cargoes.

### **Goal**

- H-4. Develop a set of reliable funding sources that can be applied to fund future transportation improvements in the Woodburn area.**

### **Policies**

- H-4.1 Evaluate the feasibility of the full range of funding mechanisms for transportation improvements.
- H-4.2 Evaluate the feasibility of instituting an added City gas tax for transportation improvements.
- H-4.3 Identify a traffic impact fee structure for new development in the Woodburn area to fund transportation improvements.

#### **Goal**

- H-5. Develop amendments to City land use standards and ordinances to reduce travel demand and promote use of modes of transportation other than the automobile.**

#### **Policies**

- H-5.1 Identify a range of potential Transportation Demand Management (TDM) strategies that can be used to improve the efficiency of the transportation system by shifting single-occupant vehicle trips to other models and reducing automobile reliance at times of peak traffic volumes.
- H-5.2 Identify revisions to the Woodburn Zoning Ordinance for compliance with the TPR.

#### **Goal**

- H-6. Coordinate with Marion County in planning for a safe and efficient county-wide transportation system by:**

- (a) Encouraging use of alternative modes of transportation including mass transit, bicycling, walking and carpooling; and**
- (b) Addressing transportation needs appropriate to both urban and rural areas throughout the county.**

#### **Policies**

- H-6.1 Woodburn shall jointly plan with the county to meet the transportation needs in the future.
  - (a) The Marion County Transportation System Plan (TSP) will be designed to accommodate the forecast population, housing, and employment identified in the Framework Plan, except where



modified by the Woodburn Economic Opportunities Analysis (EOA) and the acknowledged 2005 Woodburn Comprehensive Plan.

- (b) Woodburn supports Marion County efforts to investigate countywide alternative transportation, such as inter-city transit, vanpooling, and passenger rail service serving the county and the Willamette Valley region.

H-6.2 Woodburn will implement plans as provided in the Woodburn TSP.

- (a) Except where topographical conditions or existing development make this standard impractical, new subdivisions and planned developments should have internal connectivity of at least 8 through streets per mile (roughly every 660 feet) for new development, and sufficient collector and arterial systems for local access.
- (b) The TSP shall include a map depicting future street connections for areas to be urbanized. This is especially important in Nodal Development Overlay and Southwest Industrial Reserve overlay areas.
- (c) When feasible, the County will utilize standards in the Woodburn TSP and Woodburn Development Ordinance for development that occurs on unincorporated lands within the Woodburn Urban Growth Boundary.

H-6.3 Woodburn will support Marion County efforts to provide transit connections within and between cities. The Woodburn TSP shall include transportation plans for the Woodburn Transit System that is consistent with the population and employment projections in the Woodburn Comprehensive Plan and coordinated with the “preferred alternative” found in the County Framework Plan.

H-6.4 Woodburn should provide for a complementary mix of land uses and transportation systems by providing for mixed use development in the Downtown Development and Conservation (DDC) and the Nodal Development Overlay (NDO) districts.

H-6.5 Woodburn shall consider traffic calming of through traffic in neighborhoods. Woodburn will coordinate with Marion County in making recommendations for methods and procedures for traffic calming that directly affects a county road, developing recommended best practices for methods, locations, and processes for traffic calming in both existing and new developments.

- H-6.6 Woodburn will coordinate with Marion County in planning for freight movement by both rail and truck.
- H-6.7 The Woodburn TSP shall include measures to improve the walking and biking environment by providing sidewalks in all new developments and by providing an interconnecting system of pedestrian connections. Designing for a comfortable and practical pedestrian environment is especially important in Downtown Woodburn and within the Nodal Development Overlay.

### **Goal**

- H-7. Coordinate with the Oregon Department of Transportation (ODOT) to maintain highway and intersection capacity, safety and functionality by:**

- (a) Developing and adopting performance standards; and**
- (b) Prohibiting comprehensive plan amendments that do not meet adopted performance standards.**

### **Policies**

- H-7.1 The Woodburn TSP shall implement an interchange management plan within the UGB based on potential and substantial adverse impacts to the I-5 Interchange.
- (a) Peak hour trip generation estimates and numerical ceilings based on land uses permitted by the 2005 Woodburn Comprehensive Plan shall be determined for each designated sub-area.
  - (b) The City will coordinate with ODOT in monitoring trip generation impacts for each designated sub-area, considering the cumulative impacts of existing and new development.
  - (c) Transportation impact studies shall be required for subdivisions and planned developments, and for new commercial, industrial, public and multi-family residential development within designated sub-areas.
  - (d) Comprehensive Plan amendments that exceed the trip generation ceiling for a designated sub-area shall be prohibited.
  - (e) Comprehensive Plan amendments from Industrial to Commercial shall be prohibited, regardless of impact, within the SWIR Overlay.

- (f) Woodburn shall provide ODOT with copies of transportation impact studies upon request, and as part of the Periodic Review process.
- (g) Woodburn shall coordinate with ODOT, DLCD and Marion County to address potential service deficiencies affecting state highway facilities through the Periodic Review process.

H-7.2 The City shall implement medium-term conservation measures to limit access to Highways 214 and 219. Such measures shall include, but shall not be limited to:

- (a) Limitations or prohibition on private access within a quarter of mile east and west of interchange ramp terminals;
- (b) Access controls on, public road approaches; and
- (c) Raised medians from Woodland to Oregon Way along Highways 219 and 214.

## **I. Public Facilities**

### ***Public Facilities Goals and Policies***

#### **Goal**

- I-1. Public facilities and services shall be provided at levels necessary and suitable for existing uses. The provision for future public facilities and services in these areas shall be based upon approved master plans that consider: (1) the time required to provide the service, (2) reliability of service, (3) financial cost, and (4) levels of service needed and desired.

#### **Policies**

- I-1.1 Public Facilities and services shall be appropriate to support sufficient amounts of land to maintain an adequate housing market in areas undergoing development or redevelopment.
- I-1.2 The level of key facilities that can be provided should be considered as a principal factor in planning for various densities and types of urban land uses.

### ***Wastewater Goals and Policies***

#### **Goal**

- I-2. Develop a system that will comply with regulatory treatment requirements of the Clean Water Act for anticipated wastewater flows and reduce the amount of pollutants that are released to the environment.**

**Policies**

- I-2.1 Develop a plan to treat the City's wastewater flows that ensures desired efficient quality is maintained under all flow conditions.
- I-2.2 Develop a plan for a collection system that has the capacity to convey the wastewater flows generated.
- I-2.3 Develop a maintenance plan that ensures the wastewater treatment system maintains a high degree of reliability throughout its design lifetime.
- I-2.4 Develop an active Inflow/Infiltration (I/I) program that will reduce the levels of I/I flows to the treatment facility.
- I-2.5 Develop a system to monitor and regulate the flows from industrial customers whose wastewater is treated by the City.

**Goal**

- I-3. Develop a plan that will economically provide for the treatment of wastewater generated by the City's sewer customers accounting for projected growth through the year 2020.**

**Policies**

- I-3.1 Project the wastewater treatment needs of the City through 2020 and provide the land, financial resources and infrastructure to meet those projected demands.
- I-3.2 Develop a facility master plan to meet the requirements of the Clean Water Act and any other regulatory requirements for the projected system demands.
- I-3.3 Regularly update the plan to guide the City efficiently through anticipated growth to comply with any changed regulatory requirements and evaluate if existing plans are satisfactory.
- I-3.4 Evaluate the feasibility of the full range of funding options for wastewater system improvements to fairly distribute costs and regularly evaluate the adequacy of established fees and charges.

- I-3.5 Evaluate the potential impacts of water conservation programs that mitigate some of the increased demands associated with projected future growth.
- I-3.6 The City shall acquire additional land for a poplar tree plantation for tertiary treatment of waste sludge, as needed to accommodate future growth.

## ***Domestic Water Goals and Policies***

### **Goal**

- I-4. Develop a system that will provide the water system's customers with safe drinking water that meets quality expectations in sufficient quantity to meet the demand.**

### **Policies**

- I-4.1 Develop a plan to treat the City's water supply to reduce elevated levels of iron and manganese, which provide undesirable aesthetic effects.
- I-4.2 Develop a plan to monitor and react to changing regulatory requirements to ensure that the City is able to supply water that complies with all provisions of the Safe Drinking Water Act.
- I-4.3 Develop a supply and distribution system that provides for reliable fire protection.
- I-4.4 Develop a Wellhead Protection Program for the City that will serve to provide the greatest practical protection for the groundwater resources that provide the City's drinking water supply.

### **Goal**

- I-5. To economically provide safe, plentiful drinking water to the City's water system customers accounting for projected growth through the year 2020 in accordance with the City of Woodburn Water Master Plan.**

### **Policies**

- I-5.1 Project the water needs of the system through 2020 and provide the resources and infrastructure to meet these projected demands. Monitor the status of water rights granted the City.

- I-5.2 Develop a facility master plan to meet the water quality goals and requirements, water system distribution needs, desired water storage capacities and future water supply projections.
- I-5.3 Regularly update the plan to guide the City efficiently through anticipated growth to comply with regulatory requirements, identify additional sources, determine treatment options and evaluate service quality.
- I-5.4 Evaluate the feasibility of the full range of funding options for water system improvements to fairly distribute costs and regularly evaluate the adequacy of established fees and charges.
- I-5.5 Evaluate and monitor alternative sources that may be utilized if contamination or other situations make the existing source unusable and explore opportunities for regional cooperation in water supply.
- I-5.6 Evaluate potential impacts of water conservation programs to mitigate some of the increased demands associated with projected future growth.

## **J. Natural and Cultural Resources**

The streams and watersheds within and outside the Woodburn UGB flow without regard to political boundaries, and their health depends on a consistent and coordinated conflict-management approach, involving the City, Marion County, and state agencies such as the Department of Fish and Wildlife, the Water Resources Department, the Division of State Lands, the Environmental Quality Commission, and the Land Conservation and Development Commission. Woodburn is committed to working with the County and these agencies to protect streams, wetlands, riparian corridors, floodplains, and associated wildlife areas from the negative effects of development in accordance with Statewide Planning Goals 5 (Natural Resources), 6 (Water Resources Quality), and 7 (Natural Hazards).

Woodburn's urban natural resources are found within the Mill Creek and Senecal Creek floodplains, riparian areas and locally significant wetlands. Woodburn has adopted a "safe harbor" approach to protecting these riparian corridors and wetlands, in accordance with the Goal 5 administrative rule.

### ***Natural and Cultural Resources Goals and Policies***

#### **Goals**

- J-1. It is the City's goal to preserve the Mill Creek and Senecal Creek riparian system, including floodplains, riparian areas and locally significant wetlands. Woodburn is also committed to protecting fish**

**and wildlife habitat and natural vegetation associated with this riparian system, as shown on the Buildable Lands Map.**

- J-2. It is the City's goal to preserve its unique and historically significant cultural and historical resources.**
- J-3. It is the City's goal to preserve its air, water and land resources in such a way that the clean air the citizens now enjoy will continue in the future, the good quality and sufficient quantity of water which is now obtained from underground supplies will continue, and that the land resources within the City will be used in such a manner as to ensure that they will remain useful to future generations.**
- J-4. Encourage and work with Marion County, affected state agencies and private landowners to protect water resources in and around the Woodburn UGB by requiring buffer zones to protect streams, floodplains, and significant wildlife areas from the negative effects of development.**

#### **Policies**

- J-1.1 Trees within designated floodplains and riparian corridors shall be preserved. Outside of designated floodplains and riparian corridors, developers should be required to leave standing trees in developments where feasible.**
- J-1.2 New development within the 100-year floodplain shall be prohibited unless no reasonable economic use can be made of a particular parcel of land. Floodplains should be set aside for City green ways and left in a natural state as much as possible. This would prevent building in the floodplain and provide a natural greenway throughout the City. In cases where limited development is allowed within a floodplain, the flood storage capacity of land within the floodplain shall be maintained through balanced cuts and fills.**
- J-1.3 Woodburn will work with Marion County, watershed groups, and affected agencies to protect environmentally sensitive areas critical to watershed health as mapped on the Woodburn Buildable Lands Inventory. Natural and scenic areas associated with Woodburn's riparian systems shall be preserved through the City's Riparian Corridor and Wetland Overlay (RCWO) District.**
- J-1.4 Woodburn has used the Division of State Lands (DSL) standards to identify locally significant wetlands. Locally-significant wetlands and buffers are protected by RCWO District standards.**

- J-1.5 The RCWO District is based on the “safe harbor” provisions of the Goal 5 administrative rule (OAR Chapter 660, Division 23) and shall allow for planned public facilities necessary to support urban development on nearby buildable lands. The basic provisions of the RCWO District are as follows:
- (a) Except for planned public facilities and streets and riparian restoration and enhancement projects, new development is prohibited within floodplains and riparian corridors.
  - (b) The riparian corridor width shall be 50 feet from the top-of-bank or edge of an associated wetland. These standards require preservation of native vegetation within the 50-foot buffer area.
  - (c) In cases where no reasonable use of a parcel within the RCWO District is allowed by strict application of district standards, variances may be approved with mitigation.
- J-1.6 The City shall adhere to the standards set forth by the department of Environmental Quality and the Environmental Protection Agency for air quality and emissions control. In addition, the City should adopt and enforce its own standards above and beyond DEQ's, if it is deemed necessary to protect its citizens from local polluters.
- J-1.7 The primary noise sources within the community are generated by traffic on Interstate 5, Pacific Highway 99E, the Railroad, and two industrial sources: North Valley Seeds and Woodburn Fertilizer Company. Noise generated by these sources fall under the jurisdictional responsibilities of the Department of Environmental Quality. Also, any noise pollution sources associated with manufacturing or food processing in the community are regulated by DEQ. The City shall assist DEQ in the review of development permits to assure that State noise standards are met.
- J-1.8 The City of Woodburn shall coordinate its efforts in resolving solid waste disposal problems with Marion County.
- J-1.9 It is the policy of the City to protect the aquifers that supply Woodburn's domestic water by reasonable means. The City will work with Marion County to promote and target restoration efforts to critical groundwater areas and develop water management approaches such as monitoring and evaluation programs based on collaborative actions.
- J-1.10 For surface water regulations, it is City policy to support the Department of Environmental Quality in enforcement of water quality standards on Mill Creek, Senecal Creek and Pudding River.



- J-1.11 The policy for land use in the City is to use land in such a manner that the particular qualities of riparian systems and wetlands are enhanced by the development that occurs there. Land use in buildable areas should be maximized so that valuable riparian areas and wetlands are not wasted.
- J-1.12 Such uses as landfills, junkyards or industrial burial grounds should not be allowed within the City limits as such uses are wasteful of urban land and are not compatible with urban uses.
- J-1.13 The City should encourage the preservation and restoration of historically or architecturally significant buildings within the City. This could be done by giving assistance in seeking government funds and historic recognition, and by adopting development regulations that encourage preservation of historically or architecturally significant buildings.

## **K. Downtown Design**

### ***Vision Statements***

During 1997, City officials, downtown business and property owners, Downtown Woodburn Association and interested citizens developed vision statements for the character and future revitalization of the Downtown. These vision statements shall be recognized by the City as the overall expression of the Downtown's future.

1. **IMAGE OF DOWNTOWN:** Downtown projects a positive image, one of progress and prosperity. Downtown improvements have been visible and well publicized. Downtown's image consists of a combination of elements – physical appearance, and a look, and feel that it is thriving, safe, and vital.
2. **SAFETY:** Downtown is a safe, secure place for customers, employees, and the general public. Safety and security are assured by volunteer efforts, and by physical improvements such as lighting which provides a sense of security.
3. **SOCIAL:** Downtown is a place where a diverse community comes together to work, shop, and play. It is a mirror of the community, the community's "living room". All persons in the community feel welcome, and a part of, their downtown.
4. **BUSINESS ENVIRONMENT:** Downtown is a thriving environment for a variety of businesses. The area contains a good mix of types of businesses, a good overall marketing program is in place, and businesses

provide friendly, reliable customer service and convenient hours of operation. Individual businesses are clean, attractive and present a good physical appearance.

5. **ATTRACTORS:** Downtown is the center of community life, and serves as a focus to define the community's historic and cultural heritage. A community market brings all of the City's diverse communities together every week. Downtown's architecture, the aquatic center and unique businesses serve as a regional attractor. In addition, downtown offers events and opportunities that draw people together to mingle, learn, and enjoy.
6. **NEIGHBORHOOD:** Downtown is a part of the City's oldest neighborhood. Businesses, government and employment uses are linked to residential neighborhoods, educational facilities, recreation opportunities and good transportation services. Throughout this central neighborhood, both renovation and new development respect the history and traditions of the community.
7. **TRANSPORTATION:** Downtown is easily accessible via the local street system, public transportation, and other alternate modes of transportation. Special transportation facilities improve circulation patterns within the downtown, and provide links between downtown and key events and places.
8. **PARKING:** While it is not appropriate to provide downtown parking at the same level as found in shopping centers, good utilization and management of the existing supply of downtown parking has been accomplished.
9. **IMPLEMENTATION:** Implementing the vision for downtown has involved both private and public investments. Investments are made in the management structure for downtown, and in capital improvements to improve the physical elements of downtown. Planning for these investments, and examining options to pay for them is an on-going process involving the City, Woodburn Downtown Association, property and business owners.

## ***Short Term Goals and Policies***

### **Goal**

#### **K-1. Rehabilitation and Financing of the Downtown Development Conservation District (DDCD)**

### **Policies**

- K-1.1 Because of the decline in both business and industry downtown, many buildings have been abandoned and stand in a state of serious disrepair. It is important in the short term that these undesirable, unsafe structures be condemned and demolished if repair and maintenance is not practical.

Many buildings have been altered without regard to their surroundings, succumbing to short-term fads, leaving the buildings quickly looking out of date and incongruent. It is recommended that a system for removing selective building elements, cleaning, maintaining, painting, and adding selective elements be initiated.

- K-1.2 Encourage a balanced financing plan to assist property owners in the repair and rehabilitation of structures. The Plan may include establishment of the following:
- (a) Support and encourage an effective urban renewal district.
  - (b) Provide on-going investments in downtown improvements.
  - (c) Economic Improvement District - a designated area, within which all properties are taxed at a set rate applied to the value of the property with the tax monies used in a revolving loan fund for building maintenance, and improvement.
  - (d) Local, State, & National Historic District - a designated district within which resources, and properties are inventoried and identified for historic preservation.
  - (e) Establish a "501 C-3" tax exempt organization for the purpose of qualifying for grants.
  - (f) Adopt a Downtown Development Plan and funding strategy for Downtown improvements. Capital improvements shall be designed and constructed to be in harmony with the concepts portrayed in the Woodburn Downtown Development Plan, 1997.

- (g) Update the Downtown Development Plan at least every five years, and involve the Woodburn Downtown Association, property and business owners in the update process.

### **Goal**

#### **K-2. Improve Citizen Involvement in the DDCD.**

### **Policies**

- K-2.1 Maintain and support the organization of a downtown business watch group, where property owners can assist police in eliminating undesirable, illegal behavior in the DDCD.
- K-2.2 Business owners should encourage the involvement and education of their employees in downtown activities.
- K-2.3 The City shall oversee all development and ensure general conformance with this document.

### **Goal**

#### **K-3. Improve Open Space Within the DDCD.**

### **Policies**

- K-3.1 Introduce new plant materials to the Downtown Design and Conservation District, including: ground cover; shrubs; and trees. A program to introduce new plant materials would enhance the appearance of the entire downtown. Participation on the part of both the City and the downtown merchants will be needed to see these projects through to a reasonable conclusion.
- K-3.2 Design a set of uniform sign graphics for the DDCD. Using control in developing street graphics provides balance and facilitates easy, pleasant communication between people and their environment. Points of consideration would include: Area of sign, placement, symbols used, extent of illumination, colors, etc.
- K-3.3 Construct a central downtown plaza or square to serve as a public meeting place and center for cultural activities.

### ***Intermediate Term Goals and Policies***

### **Goal**

#### **K-4. Improve Pattern of Circulation Within the DDCD.**

### **Policies**

- K-4.1 Evaluate alternative circulation patterns for traffic flow. Patterns of pedestrian circulation improved through the repair and/or replacement of sidewalks. A means of providing a sense of place within the downtown accomplished by replacing damaged sections of sidewalk with a decorative brick like pattern of surfacing. Pedestrian safety increased by carrying this surfacing pattern across the streets at each intersection thereby creating a different color and texture over which the automobiles travel.
- K-4.2 Improve vehicular and safety access into and out of Downtown by improving North and South Front Streets.
- K-4.3 Curb ramps should be encouraged at all intersections. Improved wheelchair facilities throughout the CBD will provide access to a more diverse cross section of the City's population.

- K-4.4 Efforts should continue to evaluate the feasibility of bicycle paths linking the CBD with City schools and parks.

**Goal**

**K-5. Improve Utilities and Landscaping Within the DDCD.**

**Policies**

- K-5.1 Plans for capital improvement should include a schedule for replacement of overhead power and telephone lines with underground utilities.
- K-5.2 Without an adequate system of underground irrigation within the DDCD, plans for landscaping not be as successful. The City will include in its Capital Improvement Programs plans to improve underground irrigation systems along streets and at intersections throughout the DDCD.
- K-5.3 Street lighting can be both ornamental and useful in making the downtown safe and attractive. Cooperation from both private and public interests can result in a street lighting plan that both serves a utility and attracts people to shop in and enjoy the downtown.
- K-5.4 Because of the costs involved in utility and landscaping improvements and the need to maintain general uniformity in designing improvements such as landscaping and street lighting, the Woodburn Urban Renewal Agency in cooperation with the City should develop a schedule for improvement that phases development.

***Long Range and Continuous Goals***

**Goal**

**K-6. Attract Business to the DDCD.**

**Policies**

- K-6.1 To succeed, the DDCD should function in four ways:
- (a) As a center for small cottage industry, where goods are produced on a small scale for sale on both a local retail and a regional wholesale level;
  - (b) As a neighborhood shopping center with retail stores, restaurants, offices and services;

- (c) As a City-wide hub with government and public buildings, arts and entertainment centers; and
- (d) As a regional and statewide center that celebrates cultural diversity and offers opportunities for education and tourism.

K-6.2 Complete alley improvements and implement Urban Renewal Plan.

## ***Neighborhood Conservation Overlay District Goals and Policies***

### **Goal**

**K-7. Preserve, to the greatest extent practical, the architectural integrity of Woodburn's "older" (1890-1940) neighborhoods.**

### **Policies**

- K-7.1 Identify residential neighborhoods that contain dwellings built between 1890-1940, which represents that period of time the DDCCD was developing.
- K-7.2 Encourage those areas that are determined to be the City's older neighborhoods (1890-1940) to implement the neighborhood conservation overlay district.
- K-7.3 Seek funding sources to assist homeowners in rehabilitation efforts that implement overlay conservation districts standards.

## **L. Parks and Recreation**

### ***Open Space / Parks Goals and Policies***

#### **Goals**

- L-1. The Woodburn Parks and Recreation Comprehensive Plan shall establish a framework for land acquisition and future park improvements within the community. It is the goal of the City to provide adequate parks, recreation facilities, and open space to maintain Woodburn's livability and managed growth, and to provide social, economic and environmental benefits to individuals, families and the community.
- L-2. Downtown Woodburn should remain a centerpiece of activity, culture, and commerce within the City. Library Park, the Downtown Plaza, Woodburn Aquatic Center, Settlemier Park, the Woodburn World's

Berry Center Museum, and Locomotive Park should be used as catalysts for downtown revitalization.

### **Policies**

- L-1.1 The City will ensure that sufficient land is made available for parks and open spaces by adopting the system of facility types and standards in the 1999 Parks and Recreation Comprehensive Plan including: Mini-Parks; Neighborhood/School Parks; Community Parks; Municipal Parks; Greenways, Open Space, Trails and Pathways; and Cultural Resources and/or Special Use Parks/Facilities.
- L-1.2 The City will ensure the most efficient and effective means of providing sufficient land for neighborhood parks by adopting a neighborhood/school park concept including joint land acquisition and development, thereby strengthening the existing partnership between the City and the Woodburn School District.
- L-1.3 Where neighborhood/school parks are not feasible, it is the policy of the City to acquire neighborhood parks, when practicable, through the development review process.
- L-1.4 As a supplement to the City's neighborhood parks, required nodal master plans shall include provision for adequate park and recreational facilities.
- L-1.5 It is the policy of the City to manage Mill Creek, Goose Creek and Senecal Creek corridors as public greenways and pathways; multiple functions will include open space and habitat preservation, flood control, cycling and walking on all-weather pathways, nature recreation and education, and limited playground activities where there is a deficiency of neighborhood parks.
- L-1.6 To provide for a continuous public greenway and pathway system, it is the policy of the City to acquire privately-owned segments along Mill Creek, Goose Creek, and Senecal Creek and other stream corridors including the west tributary from Settlemier Park to Parr Road. It is the policy of the City to seek dedication of floodplains and creek corridors for natural areas, neighborhood recreation areas, open space and transportation.
- L-1.7 To ensure adequate maintenance of the City's parks, recreation, and open space facilities, the City will prepare comprehensive management plans including maintenance management standards for each facility.



- L-1.8 It is the policy of the City to require multi-family housing projects which exceed four (4) units to provide basic neighborhood park and playground facilities, based on development standards of the Recreation and Parks Department.
- L-1.9 Because recreation participation preferences and interests vary among employment, ethnic, social, and cultural groups, it is the policy of the City to exercise special sensitivity in selecting the types of recreation programs it offers, and in the design and management of parks, recreation and open space.

## **M. Energy Conservation**

### ***Energy Conservation Goals and Policies***

#### **Goal**

- M-1. The goal of the City is to encourage conservation of energy in all forms, and to conserve energy itself in the City's operations, buildings, and vehicular use.**

#### **Policies**

- M-1.1 The City shall review its subdivision and construction codes periodically to ensure that the construction types which most conserve energy are encouraged in this City, but not at the expense of health and safety. The City shall encourage new construction types, within the limits of what can be permitted due to health and safety requirements, to permit further use of the solar energy that is available in the Woodburn area.
- M-1.2 The City shall increase its commitment to energy conservation, including alternative energy vehicles, increased recycling, and reduction in out-of-direction travel. The City shall encourage its citizens and visitors to conserve energy. Where feasible, the City should retrofit City buildings and structures so that they may be more energy efficient.
- M-1.3 In all new construction for the City energy systems that rely less on fossil fuels shall be investigated, and if cost effective at a long term, shall be utilized.
- M-1.4 Encourage a minimum energy conservation standard for existing residential buildings.
- M-1.5 Revise land development standards to provide solar access.
- M-1.6 Encourage investments in solar energy by protecting solar access.

M-1.7 Offer developers a density bonus for development utilizing energy conservation and solar energy measures.

# EXHIBIT A

## WOODBURN ECONOMIC DEVELOPMENT STRATEGY ECONorthwest, \_\_\_\_\_, 2001

**EXHIBIT B**

**CITY OF WOODBURN PUBLIC  
FACILITIES PLAN**